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FOR ACTION

# COUNTRY PROGRAMME RECOMMENDATION**

## Uruguay

## Addendum

SUMMARY

The present addendum to the country note submitted to the Executive Board at its first regular session in January 1996 contains the final country programme recommendation for Board approval.

It contains a recommendation for funding the country programme of Uruguay which has an annual planning level of $1,000,000 or less. The Executive Director recommends that the Executive Board approve the amount of $3,750,000 from general resources, subject to the availability of funds, and $2,850,000 in supplementary funds, subject to the availability of specific-purpose contributions, for the period 1997 to 2001.

* E/ICEF/1996/18.

** The original country note provided only indicative figures for estimated programme cooperation. The figures provided in the present addendum are final and take into account unspent balances of programme cooperation at the end of 1995. They will be contained in the "Summary of 1996 recommendations for general resources and supplementary funding programmes" (E/ICEF/1996/P/L.43/Add.2).

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BASIC DATA
(1994 unless otherwise stated)

| | |
|---|---|
| Child population (millions, 0-15 years) | 0.84 |
| U5MR (per 1,000 live births) | 21 |
| IMR (per 1,000 live births) | 19 |
| Underweight (% moderate and severe) (1987) | 7 |
| Maternal mortality rate (per 100,000 live births) (1991) | 85 |
| Literacy (% male/female) (1995) | 97/98 |
| Primary school enrolment (% net, male/female) (1993) | 94/95 |
| Primary school children reaching grade 5 (%) (1992) | 95 |
| Access to safe water (%) (1988) | 75 |
| Access to health services (%) (1987) | 82 |
| GNP per capita | $4,650 |
| One-year-olds fully immunized against: | |
| tuberculosis: | 99 per cent |
| diphtheria/pertussis/tetanus: | 86 per cent |
| measles: | 80 per cent |
| poliomyelitis: | 86 per cent |
| Pregnant women immunized against: | |
| tetanus: | 13 per cent |

## THE SITUATION OF CHILDREN AND WOMEN

1. As stressed in the country note for Uruguay (E/ICEF/1996/P/L.27), unequal opportunities and moderate economic growth, together with unequal access to quality health and education, have resulted in increasing poverty and social marginalization for many young people. The majority of the population (87 per cent) live in urban areas. Uruguay has achieved most of the decade goals related to survival, nutrition and education, but the goals for the universal iodization of salt, the reduction of moderate malnutrition and the Baby-Friendly Hospital Initiative still present challenges. Poverty, social marginalization and the deteriorating quality of public health and education services adversely affect children. The Government is presently revising its social policies, searching for new approaches and improved effectiveness.

2. Although Uruguay ratified the Convention on the Rights of the Child in 1990, its first official report to the Committee on the Rights of the Child was not submitted until November 1995. Legislation and legal practices are not completely harmonized with the Convention. The Child Code of 1934 is presently under revision, but the legal reform process is complex and, for example, has not addressed initiatives promoting children's and adolescents' right to expression. The present legislation on special protection and social disparities does not provide equal rights for all Uruguayan children. One result is the high number of children put in state institutions because of their families' poor socio-economic status. These state homes try to provide basic

care but cannot, by definition, meet the child's emotional and developmental needs that a family provides. Moreover, institutionalized children are often the victims of abuse and violence. Other important social problems such as intra-family violence, street children, child labour, adolescent pregnancies, child prostitution and drug abuse have yet to be accurately or sufficiently addressed by public policies.

3. Uruguay ratified the Convention on the Elimination of All Forms of Discrimination Against Women in 1981, but has not completed the harmonization of national legislation with the Convention. Historically women in Uruguay have had access to social, economic and political activity, although with unequal participation in relation to men. The situation of girls and the extent of discrimination against girls require further assessment. There is an extensive network of non-governmental organizations (NGOs) working for women's rights, including political and labour organizations. The National Institute for the Family and Women (Instituto Nacional de la Familia y la Mujer (INFM)), the official institution responsible for women's rights, requires strengthening, as does the Commission for Women of the Municipality of Montevideo (Comisión de la Mujer de la Intendencia Municipal de Montevideo (IMM)).

## PROGRAMME COOPERATION, 1992-1996

4. Following the World Summit For Children, the Government of Uruguay prepared a national programme of action (NPA) for children in 1991. Through a programme of policy development and social statistics, UNICEF provided financial and technical support to the systematic monitoring of progress towards the NPA goals. Efforts to increase access to pre-primary education through non-formal centres were not successful; following the mid-term review the strategy changed to one of improving the quality of the existing formal system as it extends its coverage. UNICEF support to health education has successfully involved the Ministry of Health, the National Administration of Public Education (Administración Nacional de Educación Pública (ANEP)) and several NGOs throughout the country, addressing emerging concerns including reproductive health and adolescent pregnancy. Advocacy on child rights has been directed towards children and adolescents, as well as governmental institutions. In 1995, the Government established a legislative commission to review, and revise as necessary, national law to ensure its conformity with the terms of the Convention on the Rights of the Child.

5. Lessons learned from past cooperation in the areas of health and education demonstrate that the country has excellent technical capacity in these fields, and the non-conventional methodologies introduced through UNICEF cooperation were of limited impact. Future UNICEF support in health and education should complement these capacities with selective innovations coherent with the national efforts of sectoral reform. With respect to child protection, institutionalized children continue to be an important problem. UNICEF support centred on introducing innovative alternatives to institutionalization, but insufficient attention was paid to necessary policy and administrative changes in the key state institution, the National Institute for Minors (Instituto Nacional del Menor (INAME)). As a result, the quantitative objectives of deinstitutionalization were not achieved.

RECOMMENDED PROGRAMME COOPERATION, 1997-2001

Estimated annual expenditure

(In thousands of United States dollars)

| | 1997 | 1998 | 1999 | 2000 | 2001 | Total |
|---|---|---|---|---|---|---|
| General resources | | | | | | |
| Promotion of child rights | 495 | 489 | 485 | 475 | 460 | 2 404 |
| Communication and social mobilization | 180 | 180 | 180 | 180 | 180 | 900 |
| Programme support | 75 | 81 | 85 | 95 | 110 | 446 |
| Subtotal | 750 | 750 | 750 | 750 | 750 | 3 750 |
| Supplementary funds | | | | | | |
| Promotion of child rights | 320 | 520 | 620 | 620 | 620 | 2 700 |
| Communication and social mobilization | 30 | 30 | 30 | 30 | 30 | 150 |
| Subtotal | 350 | 550 | 650 | 650 | 650 | 2 850 |
| Total | 1 100 | 1 300 | 1 400 | 1 400 | 1 400 | 6 600 |

Preparation process

6. The proposed country programme was prepared in correlation with the national development agenda. Uruguay has not yet prepared a country strategy note. The programme was elaborated in close collaboration with national authorities, including the Supreme Court of Justice, ANEP, the Ministry of Health, INAME, INFM, the Office of Planning and Budget of the Presidency of the Republic (Oficina de Planeación y Presupuesto) and IMM, among others. The donor community, United Nations agencies and NGOs were also consulted.

7. The country note on Uruguay emphasized child protection and participation, as agreed at the strategy meeting. The proposed country programme reflects observations made by Executive Board members on the country note on health, education and women's rights. Further discussions with the Government and other partners resulted in the incorporation of new objectives and activities and a reformulation of the programme structure, including the allocation of general resources and supplementary funding.

Objectives and strategies

8. The goals of the Government are democratic consolidation, increased equality and social integration. There is an emphasis on the elimination of all forms of discrimination that limit the exercise of rights, which creates new perspectives for integrating children's, adolescents' and women's rights in public policies and concerns. The framework of the programme encompasses these

national goals, the country's commitments to the World Summit for Children goals and both the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination Against Women.

9. The objectives of the country programme are to: (a) increase knowledge in Uruguayan society about the rights and realities of children and adolescents, for the mobilization of human and financial resources to advance the rights of the child; (b) support the country in the process of harmonizing national legislation, public policies and social practices concerning children and adolescents with the Convention on the Rights of the Child; (c) support the country in improving the quality of social services directed to children; (d) promote the views and participation of children and adolescents; (e) improve monitoring of the goals for the decade, follow-up to recent international conferences and the NPA goals; and (f) promote gender equality. Taken together, achievement of these objectives would contribute to a gradual cultural change in Uruguay in favour of the rights of children and women.

10. The strategy of capacity-building will cover governmental institutions responsible for legislation and the protection of children and adolescents (INAME) and for gender issues and school curriculum formulation (INFM, ANEP and municipalities), as well as numerous national NGOs. Activities will consist of technical assistance, training, development of education materials and experience exchanges. The advocacy strategy will target the general public and emphasize the Convention on the Rights of the Child and the situation of children and adolescents in Uruguay. Activities will be carried out with publishing firms, local media networks and the communication departments of partner institutions. A gender perspective will be used throughout the country programme and its impact measured against the indicator of decreased gender gaps in projects. These strategies, applied consistently and with technical excellence, will contribute to the empowerment of children and adolescents, their families and society, and in the long term, help to create demand for the observance of children's and women's rights.

11. The country programme consists of two mutually supportive programmes: (a) promotion of child rights; and (b) communication and social mobilization: "full rights for all children". The country programme will be developed primarily with a national scope, given the size of the child population and the centralized organization of the State. Strategic components in education and special protection will be implemented at the provincial level.

Promotion of child rights

12. The objectives of the programme are to: (a) support the adoption of administrative, legal and social mechanisms to accelerate implementation of the Convention on the Rights of the Child; (b) promote deinstitutionalization of children; (c) provide institutional strengthening to INFM and the IMM Commission for Women; (d) promote quality improvements in early child development and basic education; (e) improve knowledge about children and adolescents; and (f) support the achievement of World Summit for Children and NPA goals. This programme consists of the three projects described below.

13. The promotion of civil rights project will support the development of legal, administrative and judicial mechanisms to promote and enforce the rights of the child; the protection of children whose rights are not observed; the

deinstitutionalization of children; and women's rights through institutional strengthening. The principal partners of this project are the Supreme Court of Justice, INAME, INFM, the IMM Commission for Women, local governments and NGOs.

14. The first step in the implementation of the Convention on the Rights of the Child is to harmonize national legislation and judicial procedures with its provisions. Public seminars will stress the need to modify the Child Code of 1934. Seminars will also be organized with the Supreme Court of Justice, the Parliament and the Ministry of Education. Comparative studies and analyses will be carried out on other countries' systems for protecting children's rights. UNICEF will provide technical assistance for the process of legal reform. Capacity-building will consist of training on the Convention for members of the legal system, to be introduced into their existing training courses. Exchanges of experiences will be promoted and legal defense groups for children and adolescents will be supported.

15. To address the differences between Uruguayan legislation and the provisions of the Convention on child protection, UNICEF will support the development of a plan for INAME to revise and adapt its norms and regulations. A primary objective of the project will be the development of a method for removing children from state institutions, supported by alternative forms of protection that emphasize family and community participation. Supplementary funds will be raised through local fund-raising to support actions for children in situations of high vulnerability. Special activities will be developed to promote child rights with NGOs working with human rights issues and in community organizations.

16. Strengthening of INFM will include training on specific gender issues, technical assistance for the formulation of policies for equal opportunities for both genders, and support to information centres on women and family rights throughout the country. Support to the IMM Commission for Women will include development of a plan for equal opportunities to be implemented in all relevant municipal services, in order to overcome identified gender gaps. There will be coordination with NGOs and political and labour networks working for women's rights.

17. The promotion of social rights project will emphasize the development of "baby-friendly" and positive parenting practices through training of health personnel in public hospitals and primary health centres; family empowerment and paternal participation in childbirth and child care; and intensive advocacy to ensure sustainability through political commitment. The promotion of breast-feeding is currently being supported by the German Agency for Technical Cooperation. These activities will be complemented by the continuation and extension of the "Our Children" project (day-care centres), financed with supplementary funds. The partners in these activities will be the Ministry of Health, local health centres and the Centres for Integrated Attention to the Family and Children, which have been supported by UNICEF since 1988.

18. The project will promote the introduction of child-centred pedagogic methods for primary education based on the concepts of communication and participation through extensive training of ANEP teachers in order to support the country's efforts to modernize education, improving quality to prevent school failure and repetition. Child rights will be introduced into primary and secondary school curricula throughout the country.

19. The children's situation in Uruguay project will carry out studies which analyse the situation of children and adolescents in relation to their rights. By increasing knowledge about problems affecting children and adolescents, child rights issues will be positioned on public and political agendas. UNICEF will strengthen its role as a reference and knowledge centre on children's issues in general and those concerning the protection of social and civil rights in particular, and on the status of the Convention on the Rights of the Child in Uruguay. Partners in this work will be universities, academic institutions, NGOs and United Nations agencies.

20. The situation analysis has identified the need to identify and assess threats to and violations of children's rights, and to create awareness in Uruguayan society about these issues. Studies and analyses related to special protection will increase knowledge of these issues. The project will continue to help improve child- and gender-related information systems, with a focus on the revision of national and provincial indicators and the generation of updated information. Studies and research will take into account children's and adolescents' opinions. This ongoing analysis and information on the situation of children and their rights will be used as educational and social mobilization tools.

21. UNICEF will provide technical assistance for the development of a system for effective monitoring of the NPA and decade goals. The NPA will be revised to include emerging problems affecting the welfare of children and adolescents, and follow-up measures to the recent series of international conferences will be developed.

Communication and social mobilization

22. UNICEF aims to develop a process of social mobilization by promoting the principle of "first call for children" in Uruguay through this programme. The specific objectives are to: (a) build partnerships for the promotion of children's rights; (b) increase knowledge of the situation of children and adolescents through advocacy and communication on their rights; and (c) promote the mobilization of human, technical and financial resources for children's programmes. A priority component of the communication strategy will be the promotion of children's and adolescents' views and participation. The activities of this programme will be developed in the two projects described below.

23. The project for advocacy and communication to support implementation of the Convention on the Rights of the Child will disseminate the results of periodic surveys on the opinion of children and adolescents about issues of concern to them. It will promote and organize events aimed at providing opportunities for children's expression and participation, some of which will be financed by supplementary funds. Uruguayan society will be informed about and sensitized to the rights of the child through communication campaigns and information material, as well as through the creation of an information network composed of United Nations agencies, universities, academic institutions and NGOs. Permanent as well as specific alliances with media will be created and maintained for information and education purposes. Partners in this work will include publishing firms and television and radio enterprises.

24. Actions aimed at placing children's rights on the country's public and political agendas will be a priority of the project for mobilization of institutions and resources. Activities will strengthen ongoing work with the Uruguay Parliamentary Group for Children and the network of Mayors as Defenders of Children to promote political will towards children, with a broad "Pact for Children" as the final goal. This project includes fund-raising activities.

Fund-raising strategy

25. The sale of greeting cards and other products generated net income of $164,000 in 1994 and $158,600 in 1995. The strategy is to reinforce this sales capacity through existing as well as new associations in Uruguay, promote the development of corporate activities and direct-mail fund-raising, and support and promote special events that promote child rights and raise funds for defined projects in the programme of cooperation.

Monitoring and evaluation

26. The master plan of operations incorporates project objectives and achievement indicators which will permit an evaluation of the quality and sustainability of the country programme. The mid-term review will analyse the management of the programme and the impact of the activities carried out. There will be a final external evaluation of the entire country programme.

Coordination with other agencies

27. The primary objective of the relation between the UNICEF programme of cooperation and other United Nations agencies, bilateral cooperation agencies and the international banks is to strengthen coordination in the areas of common interest, such as education in the case of the United Nations Educational, Scientific and Cultural Organization, and local development in the case of the United Nations Development Programme, as well as interchange of information and research in areas of special competence of each agency.

Programme management

28. In Uruguay, the proposed UNICEF team comprises one International Professional, supported by a Junior Professional Officer and a secretary. The core team will continue to receive support from the area office in line functions such as operations and communications. Technical expertise for the programme will be acquired drawing upon UNICEF regional and area staff and external consultants.

TABLE

LINKAGE OF PROGRAMME BUDGET AND STAFFING/STAFF COSTS

COUNTRY : URUGUAY
PROGRAMME : 1997-2001

| PROGRAMME SECTION/AREAS AND FUNDING SOURCE | PROGRAMME BUDGET (In thousands of US dollars) | | | | POSTS a/ | | | | | | | | | | STAFF COSTS b/ (In thousands of US dollars) | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | GR | FSF | NSF | TOTAL | D2/L7 | D1/L6 | P/L5 | P/L4 | P/L3 | P/L2 | IP | NP | GS | TOTAL | IP | LOCAL | TOTAL |
| GENERAL RESOURCES : | | | | | | | | | | | | | | | | | |
| PROMOTION OF CHILD RIGHTS | 2,404 | | | 2,404 | 0 | 0 | 0 | 0 | 1 | 0 | 1 | 0 | 0 | 1 | 646.4 | 0.0 | 646.4 |
| COMMUNICATION/SOCIAL MOBILIZATION | 900 | | | 900 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.0 | 0.0 | 0.0 |
| PROGRAMME SUPPORT | 446 | | | 446 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 1 | 0.0 | 186.4 | 186.4 |
| TOTAL GR | 3,750 | | | 3,750 | 0 | 0 | 0 | 0 | 1 | 0 | 1 | 0 | 1 | 2 | 646.4 | 186.4 | 832.8 |
| SUPPLEMENTARY FUNDING : | | | | | | | | | | | | | | | | | |
| PROMOTION OF CHILD RIGHTS | | 0 | 2,700 | 2,700 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.0 | 0.0 | 0.0 |
| COMMUNICATION/SOCIAL MOBILIZATION | | 0 | 150 | 150 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.0 | 0.0 | 0.0 |
| PROGRAMME SUPPORT | | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.0 | 0.0 | 0.0 |
| TOTAL SF | | 0 | 2,850 | 2,850 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.0 | 0.0 | 0.0 |
| TOTAL GR & SF | 3,750 | 0 | 2,850 | 6,600 | 0 | 0 | 0 | 0 | 1 | 0 | 1 | 0 | 1 | 2 | 646.4 | 186.4 | 832.8 |
| ADM. & PROGRAMME SUPPORT BUDGET | Operating costs | | | 0.0 | | | | | | | | | | | | | |
| | Staffing | | | | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.0 | 0.0 | 0.0 |
| GRAND TOTAL (GR+SF+ADM) | | | | | 0 | 0 | 0 | 0 | 1 | 0 | 1 | 0 | 1 | 2 | 646.4 | 186.4 | 832.8 |
| Number of posts and staff costs: | | | | | | | | | | | | | | | | | |
| Current programme cycle | | | | | | | | | | | 0 | | 0 | 0 | | | |
| At the end of proposed programme cycle (indicative only) | | | | | 1 | 0 | | | | | | | 1 | 2 | 646.4 | 186.4 | 832.8 |

GR = general resources.
SF = supplementary funding.
FSF = funded supplementary funding.
NSF = new supplementary funding.
IP = international Professional.
NP = national Professional.
GS = General Service.
ADM = administrative.

a/ Each post, regardless of its funding source, supports the country programme as a whole.
b/ Exclude temporary assistance and overtime; include costs of United Nations volunteers.

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